EQUITY IN EDUCATION ACT OF 2004

By Senator Michael G. Ellis



THE PROBLEM

- Despite a significant level of state aid, school districts still must rely heavily on local wealth for their revenue.
- Because of the wide differences in local property wealth, the dollars available to educate children is largely determined by geography.
- Property poor districts are forced to tax their residents at higher tax rates in order to invest the same amount in the education of their children.
- In addition to these geographical disparities and despite programs aimed to help, our current finance system does not adequately address the special needs of disabled students, economically disadvantaged students and students with limited English skills.
- The categorical aid funding for special education is insufficient.
- Aid for bilingual/bicultural pupils has been declining at the same time that population has been increasing.
- The SAGE program does not reach all eligible schools and is not targeted or budgeted to address all poor children.

THE SOLUTION

- Replace 426 separate school levies with a single statewide levy collected by the Department of Revenue. Based on projected school costs and statewide property values, the statewide school levy is estimated to be \$8.40 per \$1,000 of value.
- Provide a basic educational grant of \$8,100 for each child in every Wisconsin public school.
- Replace 426 separate revenue controls with a single, statewide revenue control.
 Each year, the amount of the basic grant would increase by the same rate as the Consumer Price Index (inflation rate).
- Introduce weighting factors for pupils with special needs. This will provide additional dollars beyond the basic grant to address their specific needs.
- Weighting factors would be applied to disabled students at three levels based on severity of need. Weighting factors would also apply to economically disadvantaged students and for students with limited English proficiency.
- Local school boards would be authorized to establish a separate local levy for supplemental spending beyond the basic grant. This optional levy would be subject to local taxpayer review through a reverse referendum.
- Establish a new School Facilities Building Commission and a new facilities review and approval process that will ensure that new school facilities supported by state assistance are built according to need.
- Provide state aid to Commission- and taxpayer-approved building projects. Aid would be determined on a sliding scale, based on local property values.

RETURN TO EQUALIZATION

- In 1974, the state Supreme Court ruled that the negative aid provision of the new state equalization aid formula was essentially a locally imposed tax used for a statewide purpose and, therefore, unconstitutional.
- Negative aid was a powerful equalization tool and thus its elimination had a significant disequalizing effect on the equalization aid formula.
- Subsequent legislative changes to the formula, most designed to meet contemporary and often narrow political goals, created further disequalization.
- · Categorical aids are also disequalizing.
- The Equity in Education Act of 2003 will reintroduce equalization to Wisconsin's distribution of school aid.
- Replacing 426 separate school levies with a single, state-imposed school property tax levy will satisfy the constitutional requirement of a state tax for a statewide purpose.
- Elimination of the school levy credit and most categorical aids to help fund the basic grant will further enhance equalization.
- The Equity in Education Act of 2003 will eliminate disparities in funding children in different school districts due simply to geographical differences in property wealth. No longer will children in Wisconsin be denied equal public support for education simply because of geography.
- A uniform school mill rate statewide will eliminate the vast disparities in school tax rates and thus provide taxpayer equity in the support of public education in Wisconsin.
- This provision of a basic grant to every Wisconsin public school pupil is known as "horizontal equity."

"VERTICAL EQUITY" ASSURES SPECIAL NEEDS ARE MET

- Some children have greater educational needs that require greater financial resources to ensure equal access to educational opportunity. Specifically, children with disabilities, economically disadvantaged children and children with limited proficiency in English have special needs that require greater resources to ensure equal educational opportunity.
- The Equity in Education Act of 2003 provides greater resources to children with special needs through a weighting system based on the level of services needed by the child.
- The weighting system establishes three tiers of special education funding based on the intensity of services required for children with special needs.
- In addition to the three weighting levels of special education, weighting for additional funding will be provided to economically disadvantaged children and to children with limited proficiency in the English language.
- The additional resources generated by the weighting system will assure that children with special needs have those needs met so that they may enjoy educational opportunity equal to their peers without special needs. This type of equity is known as "vertical equity."

VERTICAL EQUITY HIGHLIGHTS

- Three tiers of special education weighting, based on the intensity of needs, will
 provide greater efficiency and will better match the needs of children with
 disabilities. These funding levels are researched based and set at the average
 costs for exceptionalities in each tier.
- Level One will provide for children with the greatest need. This includes children with autism, severe cognitive impairment, emotional/behavioral impairment, orthopedic impairment, visual impairment, traumatic brain injury and children who are deaf/blind. Children in this category would receive an additional 1.1 times the basic grant, or \$8,910 more than the basic grant.
- Level Two includes children with hearing impairment, other health impairment and mid- to borderline cognitive impairment. Children in this category would receive an additional 0.5 times the basic grant, or \$4,050 more than the basic grant.
 - Level Three includes children with learning disabilities and speech/language impairment. Children in this category would receive an additional 0.15 times the basic grant, or \$1,140 more than the basic grant.
 - Based on current populations, total funding for special education would be \$378.1 million -- \$62.4 million more than the current appropriation.
 Furthermore, because the dollars are targeted for specific disabilities, the funding will be much more efficient than under current law.
 - Weighting factors also provide for the special needs of economically disadvantaged children and children with limited English proficiency. Under the Equity in Education Act of 2003, funding in these categories will far exceed current-law funding for these categories.
 - To cover the additional costs of children with limited English proficiency, these children would receive an additional 0.1 times the basic grant, or \$810 more than the basic grant. This would provide a total of \$18.7 million --\$10.4 million more than is provided under current law.
 - To provide for the special needs of economically disadvantaged children, under the Equity in Education Act of 2003 each child eligible for free or reduced-price lunch would receive an additional 0.2 times the basic grant, or \$1,620 more than the basic grant.
 - School districts receiving these additional funds for economically disadvantaged children would first be required to reduce class sizes to 15 in grades K-3 in all schools with 30% or greater low-income enrollment, as under the current SAGE program. Districts would have great flexibility to use the additional funding in a variety of other ways to enhance educational programming and community involvement in the school.
 - Under the Equity in Education Act of 2003, additional funding for economically disadvantaged children will total \$266.3 million that is \$160.4 million more than current funding for SAGE, P-5 grants and Children-at-Risk, combined.
 - Despite these significant increases over current-law funding for these programs, total funding for the Equity in Education Act of 2003 is equal to total school funding in Wisconsin for 2003 under current law. Equitable distribution of resources to all school districts in Wisconsin makes it work.

FAIRNESS IN FACILITIES

- The Equity in Education Act of 2003 includes a new process for approving school building projects, one that will ensure that buildings are based on need with an emphasis on safety and educational need.
- The Act would create a statewide school facilities building commission that would consider school building needs and rank projects throughout the state based on need.
- School districts would be required to complete a five-year facilities' needs
 assessment that would include facilities and building plan based on safety and
 academic needs. The building commission would assess these plans and rank
 projects on the basis of need.
- The commission would approve projects for each biennial budget. Commissionapproved projects would still be subject to voter approval through a local referendum.
- Projects approved through this process would be eligible for state aid. Aid would be provided on a sliding scale based on the district's equalized valuation.
- This state aid for building projects, and the local levy to support the local share of approved building projects, is separate from the state funding and the statewide school levy that supports the per-student grants under the Equity in Education Act of 2003. This new process would apply to all prospective debt incurred after passage of the Act.
- Local districts would still have the option to build projects not approved by the school facilities building commission. These projects must still be approved locally by referendum, however, these projects would *not* be eligible for state aid.

LOCAL OPTIONS - LOCAL CONTROL

- The Equity in Education Act will assure that Wisconsin meets its Constitutional obligation to provide equal access to an equal and adequate educational opportunity for every child in Wisconsin without regard to individual wealth or the property wealth of one area of the state over another.
- Educational equality is provided through the same basic grant to every child in Wisconsin, weighted to provide for special needs and to achieve vertical equity.
- Taxpayer equity is provided through a single, uniform school property tax rate throughout the state, rather than the current disparities that range from as low as \$3.02 per \$1,000 to as high as \$15.83 per \$1,000.
- Local school boards will have the option to spend above the basic grant, however.
 That higher level of spending, however, will be entirely a local decision borne entirely by local taxpayers.
- Local school boards may approve the higher level of spending through adoption of a resolution specifying the additional spending.
- Following adoption of the resolution, local voters could request a referendum by filing a petition signed by 10 percent or more of those voting in the last gubernatorial election in that district.
- The district may raise a levy to raise the additional funds if approved by the referendum, or if no referendum is requested.

LOCAL OPTIONS - LOCAL CONTROL, CONT.

- The levy to raise the additional funds would be a local levy separate from the statewide school levy. This additional spending would not be eligible for state aid.
- The spending approved under this procedure would be permanently authorized.
 In any subsequent year, the spending could be reduced or rescinded by district voters through a referendum.
- As noted, local school boards and local voters would have similar options
 regarding school building projects. Local voters could approve a referendum to
 fund building projects not approved or funded at a level higher than approved –
 by the school facilities building commission. If approved, such a levy would be
 local, separate from the state school levy, and the spending would not be eligible
 for state aid.

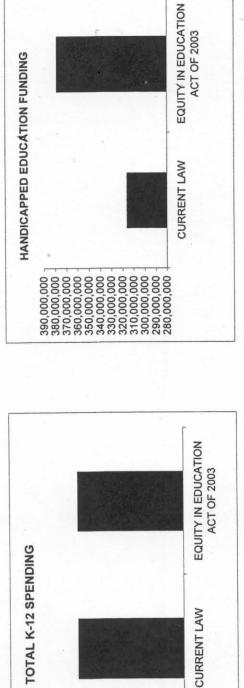
COST SUMMARY - REVENUE NEUTRAL, EQUITABLE DISTRIBUTION

- The Equity in Education Act of 2003 spends exactly the same amount of state dollars used to fund K-12 education in 2003 under current law.
- Total funding for the basic grant plus the additional funding under the combined weighting factors is \$7,941,700,000. That is equal to the total of state equalization aid, categorical aids, the school levy credit and school property tax levies estimated for 2003.
- Of that total, 2/3 -- \$5,251,700,000 will come from income and sales tax (GPR) and 1/3 -- \$2,690,000,000 will be raised from the statewide school levy.
- Although the total funding for the Equity in Education Act of 2003 is exactly the same as total K-12 funding under current law, because the Act eliminates disparities under the current system, those dollars are distributed much more equitably and are targeted toward areas of special needs.
- As noted, the Equity in Education Act also increases significantly current funding for children with disabilities, economically disadvantaged children and children with limited English proficiency.

A fundamental role of state government is to provide a sound basic education to <u>all</u> its children, an education that will equip them for their roles as citizens and will provide the tools and skills they need to succeed economically and personally.

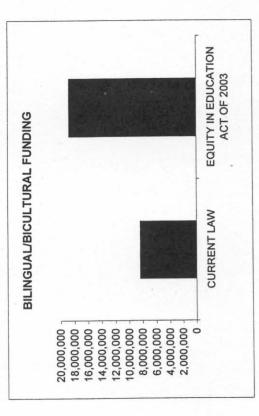
The Equity in Education Act of 2003 meets the standards established by the Wisconsin Supreme Court in July 2000 by fulfilling every child's fundamental right to equal educational opportunity regardless of individual wealth or property wealth based on geography.

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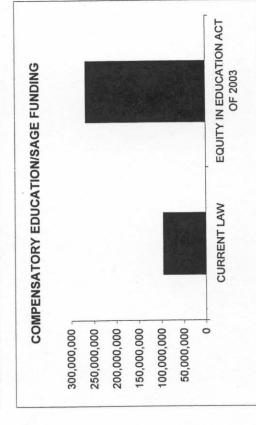


TABLE 1

Categorical Aids that Would be Retained

	2002-03*
School library aids	28,500,000 SEG
Transportation	17,742,500
Tuition payments	9,741,000
TEACH-Telecommunication Access	9,613,700 SEG
AODA	4,520,000
School lunches	4,371,100
Head start supplement	3,712,500
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TEACH debt service	2,877,800
AODA	1,498,600 PR
Aid to MPS	1,410,000 PR
School breakfast	1,055,400
School day milk	710,600
Open enrollment	500,000
UW Environmental Education	430,000 SEG
Aid for CESAs	300,000
Alternative school American Indian	220,000 PR
Supplemental aid	125,000
Youth options	20,000
Special counselor grants	0
Total	\$91,060,700

^{*}GPR funded unless otherwise noted.

TABLE 2

Categorical Aids That Would be Repealed

	2002-03
Special Education	\$315,681,400
SAGE	95,029,600
TEACHEducational Technology Block Grants	35,000,000
Bilingual/bicultural education	8,291,400
P-5 Grants	7,353,700
Alternative Education Grants	5,000,000
Driver Education	4,304,700
County Children with Disabilities Education Boards	4,214,800
TEACH Educational Technology Training/Assistance	4,000,000
Children at Risk	3,500,000
Peer Review and Mentoring	500,000
SAGE Debt Service	300.000
Total	\$483,175,600

2003-04 School Districts Sorted by Mill Rate Gross Mill Rate, Unaudited, as Reported by Districts

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	School District		2003-04 Mill Rate
	Norris (Vernon)		81.23
	Highland		14.61
	Juda (Jefferson)		14.29
	Argyle		14.19
	Goodman-Armstrong		14.05
•	Greendale		13.69
	Ladysmith-Hawkins		13.66
	Independence		13.65
	Dodgeland (Juneau)		13.60
j.	Cambridge		13.60
	DeForest Area		13.41
	Butternut		13.27
	Beecher-Dunbar-Pembine	3	13.09
	Wauzeka-Steuben et al		13.05
	Barneveld		12.98
			12.96
	Flambeau [Tony] Shorewood		12.95
			12.95
	Laona		12.93
	Monroe		12.89
	Niagara		12.89
	Franklin		12.77
	Monona Grove [Monona]		12.77
	Oregon		12.56
	Deerfield Community		12.52
	Fall River		12.52
	North Crawford [Gays Mills]		12.49
	Osseo-Fairchild		12.47
	Norwalk-Ontario-Wilton		12.34
	Arcadia		
	Clinton Community		12.29 12.22
	Mauston		
	Belmont Community		12.20 12.18
	Madison Metropolitan		12.16
	Mineral Point		12.16
	La Farge		
	New Berlin		12.13
	Weyerhaeuser Area		12.10
	Marshall		12.04
	Mellen		12.03
	Richland [Richland Center]		11.97
	River Ridge [Patch Grove]		11.97
	Elmwood	₹	11.93
	Chilton	,	11.90
	Tigerton		11.88
	Brown Deer		11.85
	Eleva-Strum		11.79

Weston (Ironton) [Cazenovia]	11.72	Despublicans Attaches
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McFarland	11.58	
Lodi	11.52	
Pewaukee	11.50	Albania di Salah da Maria
Iowa-Grant [Livingston]	11.48	(1914년년) 1일 - 1일 (1914년년) 1일 - 1일 (1914년년) 1일 - 1일 (1914년년) 1일 (1914년년) 1일 (1914년년) 1일 (1914년년) 1일 (1914년년) 1 - 1914년 - 1914
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Hamilton (Lisbon) [Sussex]	11.40	1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1
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Cedarburg	11.25	
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Johnson Creek	11.25	- 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1
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Royall [Elroy]	11.11	
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Plum City	11.08	
De Pere	11.06	
Palmyra-Eagle Area	11.01	
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Altoona	10.95	
Northern Ozaukee [Fredonia]	10.94	Mary Commence of the Commence
Augusta	10.89	en e
New Auburn	10.89	ing the state of t
Manawa	10.88	
Stockbridge_	10.88	and the second of the second
Rosendale-Brandon	10.87	Appendix Control (Applications)
Port Washington-Saukville	10.86	- 1985년 - 1985년 - 1985년 1일 전 1985년 1일 전 - 1985년 - 198
Whitnall [Hales Corners]	10.85	- Table 1 And
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Colby	10.79	
Herman #22	10.79	
Wausau	10.77	

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	Pulaski Community	10.58	
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	Rhinelander		9.49	
	Lake Mills Area		9.48	
	Glenwood City	18/3	9.45	
	Green Bay Area		9.44	
	Thorp	45.45	9.43	
	River Falls		9.42	
	Mount Horeb Area			
	Poynette		9.39	
	Athens	* # # . *.		
•	Shell Lake	# S	9.37	
	Kohler		9.35	
	Williams Bay		9.35	į.
	Sauk Prairie [Prairie du Sac]		9.34	1.2
			9.32	
	Freedom Area			
	Kewaunee	3. N. J.	9.26	
	Parkview (Orfordville)		9.23	
	Lake Holcombe		0.00	
	Waukesha			
	Almond-Bancroft		9.23	
	Oconomowoc Area	17.17	9.22	
	Howard-Suamico	that at	9.22	
	Elkhorn Area		9.21	
	Milwaukee (*1)		9.21	
	Auburndale	i şeri		
	Algoma		9.21	
	Hillsboro		9.19	
	Neenah		9.18	
	Viroqua Area		9.18	
	Wonewoc-Union Center	2017	9.17	
	Oconto	47.77	9.16	
	Richmond [Lisbon J#2]	11.0	9.16	
	Horicon		9.15	
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	Loyal	건성 성	9.12	
	Mayville	25.3	9.11	
	Portage Community	134 (5)	9.10	
	Winneconne Community	J. A. 1.	9.09	
	D C Everest Area (Rothschild)	10.00	9.07	
	River Valley (Spring Green)	£ 40.4	9.07	
	Wild Rose	100	9.06	
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	Hudson	24 6	8.98	
	Wisconsin Rapids	41.7	8.97	
	Mukwonago	1.4.5	8.97	
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•	Oak Creek-Franklin	1 P. 6	8.85	gradient gewährt der der sich bei der der der sich bei der der sich bei der der sich bei der der sich bei der
	Janesville	64.3	8.85	Charge Grad Arthur 1997
	Rib Lake	35.9	8.84	na in the same of
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	Watertown	4000	8.81	001s.a.≥6€
	Medford Area	Car of	8.81	
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	Rio Community	. 21.	8.79	en e
	Southern Door County [Brussels]		8.78	auto de la constante de la con
_		. #4.5	8.77	
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	lola-Scandanavia	31	8.77	
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	Kewaskum	25.6		
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	Adams-Friendship Area		8.64	
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	Baraboo	40	8.58	以1960年1月 (1960年)
	Cameron	77.3	8.55	Some desprise t
	Stevens Point Area		8.54	en e
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	Reedsburg	37.0	8.52	Madward (Linux Held
	Trevor [Salem #7]	47.0	8.52	1980年1月1日 - 1980年1月1日 - 1980年1月1日 - 1980年1日 -
	East Troy Community	- 15.6	8.51	and the second of the second o
	Sheboygan Falls	1 t	8.51	ু প্ৰস্থান্ত
	North Fond du Lac	11 6	8.51	· · · · · · · · · · · · · · · · · · ·
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	Bowler	Mark Control	8.45	Consideration of the control of
	Sturgeon Bay	\$0 K	8.42	\$100 100 100 100 100 100 100 100 100 100
	Osceola	227	8.42	\$0.70 W
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	Boscobel	100	8.39	night.
	Wisconsin Dells	Sec. 3	8.38	5 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1
		80.5	8.34	
	Tri-County Area (Plainfield)	86	8.33	
	Milton	D.S. S.	8.32	en e
	Saint Croix Falls	10.3	8.30	The state of the s
	Edgar	52.8	8.30	- 1 日本の日本の日本の日本の日本の日本の日本の日本の日本の日本の日本の日本の日本の日
	Luxemburg-Casco		8.30	- 한글로 한테스 등 학생들은 기계
	Wautoma Area			
	Mishicot		8.26	90 44 (July)

Bringoton		8.25	
Princeton		8.24	
Ellsworth Community	\$2	8.22	
Westfield			
Marathon City		8.21	
Lake Country [Nashotah]	(8.19	The state of the s
Marshfield		8.18	
Pittsville	12.5	8.18	
Weyauwega-Fremont	* 1	8.16	
New Richmond		8.15	
Washburn		8.14	
Elkhart Lake-Glenbeulah		8.12	
Unity (Milltown) [Balsam Lake]		8.11	r in the second of the second
Campbellsport		8.08	
Peshtigo	100	8.08	
Onalaska		8.08	
Alma		8.03	
Marion		8.01	
Chetek		7.98	
Wilmot Grade School [Salem J#9]		7.98	
Manitowoc		7.97	
Granton Area		7.97	
Mosinee		7.97	The control of the control of
New Holstein		7.95	
Bayfield		7.94	
Fox Point J#2	17.2	7.93	
Wauwatosa		7.91	
Galesville-Ettrick	r.	7.89	
Tomahawk		7.88	
Pardeeville Area		7.88	
Maple		7.88	and the second of the second o
Montello		7.87	
Owen-Withee	**	7.86	
Rice Lake Area	5°	7.83	The first of the second
Coleman		7.78	
Southwestern Wis (Hazel Green)		7.78	
Luck		7.77	
Shawano-Gresham	*	7.76	
Oshkosh Area	1 18	7.75	
Hartland-Lakeside J#3		7.73	
		7.72	all as the second
Racine		7.69	
Sharon J#11		7.64	
Wittenberg-Birnamwood		7.64	and the second of the second o
Burlington Area	10.4	7.63	
Three Lakes			
Nekoosa		7.61	
Norway J#7 [Drought]		7.58	
Tomah Area	Ç	7.57	and the control of th
Gillett		7.56	
Wabeno Area	14.7	7.55	to the control of the
Woodruff J#1		7.55	
Menominee Indian	N. 19 (1)		estimated 04 mill rate under Ellis Equity Plan
Birchwood	14.50	7.46	The state of the control of the state of the

	Phillips		7.42
	Plymouth	Sec. 11.	7.40
	Black River Falls		7.39
	North Lake [Merton J#7]		7.37
	Delavan-Darien		7.31
	Cadott Community	1. 1. 6	7.30
	Wheatland J#1		7.29
	West Bend		7.29
	Park Falls	5.	7.27
•	Lena		7.20
	Green Lake		7.16
	MapleDale-Indian Hill [Fx Pt J#8]		7.13
	Paris J#1		6.97
	Rubicon J#6 [Saylesville]		6.96
	Friess Lake [Richfield J#11]	7 - 7	6.93
	Northland Pines (Eagle River)		6.93
	Stone Bank [Merton J#4]		6.93
	Hartford J#1		6.81
	Spooner		6.80
	Richfield J#1		6.79
	Elcho		6.79
	Northwood (Minong)		6.70
	Mercer		6.67
	Twin Lakes #4		6.55
	Colfax		6.53
	Neosho J#3		6.49
	Swallow [Merton J#8]		6.47
	Brighton #1		6.44
	Hayward Community		6.41
	Bristol #1	* 3	6.34
	Lac du Flambeau #1		6.24
	Genoa City J#2	1, 3, 3	6.23
	Union Grove J#1		6.15
	Glendale-River Hills [Glndl J#1]		6.13
	Silver Lake J#1		6.08
	Merton Community [Merton J#9]		6.07
	Walworth J#1		6.02
	Waterford V J#1		5.94
	Webster		5.88
	Drummond		5.77
	Erin #2		5.74
	Sevastopol	3.5	5.71
	Randall J#1 [Bassett]		5.69
	Linn J#4 [Traver]	Sept. 1	5.67
	Dover #1 [Kansasville]	in the	5.52
	Salem J#2 [Paddock Lake]		5.48
	Lake Geneva J#1	t	5.22
	North Cape [Raymond J#1]		5.05
	Lake Geneva-Genoa City UHS	# # # # # # # # # # # # # # # # # # #	4.83
	Yorkville J#2		4.75
	Nicolet UHS (Glendale)		4.59
	Big Foot UHS [Walworth]	P. V	4.44

Sugar See Specification

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Raymond #14	4.37
Hartford UHS	4.31
Washington [Washington Island]	4.19
Washington-Caldwell [WrtfT J#1]	4.09
Geneva J#4	4.05
Fontana J#8	3.91
Union Grove UHS	3.84
Central-Westosha (Salem)	3.63
Minocqua J#1	3.63
Arrowhead UHS	3.56
Waterford UHS	3.52
Wilmot UHS (Salem)	3.51
Linn J#8 [Reek]	3.38
Gibraltar Area	2.77
Lakeland UHS (Minocqua)	2.62
Boulder Junction J#1	2.30
나라인 등 나를 하는 것이 하나 있다.	
State Average	9.56